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1948.
1949

File No. A.E.C./48/49
pt I
Legal Department
BRANCH

Subject:— Papers relating to Administrative Enquiry Committee

(For subsequent proc pt see pt I)

P-9
E.

File No. A.E.C./48/49 pt I

Gen. 194 e.

391-C

Submitted with reference to Secretary(s note dated 4-11-19 p. 10 ents.

2. The present system of filing and recording papers in this office is as follows:-

The office of the R.L.A. has been in existence afor a long time past. Till 1907 instead of to-day's Legal Department, there was a Legislative Department under the Secretary of the the Judicial (present Home) Department. in 1907 the Legal Department was created. Although both the offices were amalgamated and although the staff of both the offices was one and the same, it appears that the practice w s started to keep the records relating to the offices sp sseperately. hat practice was continued till 1928. The reason for starting and continuing the practice probably was that the amalgamation of two offices was experimental and it was possible that they would be made separate again. In accordance with that practice two sets of inward an outward registers used to be maintained. The papers disposed fmof by the R.L.A. used to be recorded and compiled sp separately from those dealt with in L.D. The R.L.A's records used to be divided amongst sections letters A to V, each section representing different subjects. The files relating to the R.L.A's records used to be entered in what is called the Compiler's List. As regards L.D. Papers, they used to be compiled in accordanc with the Old Secretariat System. A new file used to be opened for any new case received in the office. The files used to be given serial mnumbers and the name of the subject to which they related used to be put on the outer cover. These files used to be entered in Key or Index Book After the papers were filed the numbers of the files wheth of the R.L.A. or L.D. used to be entered in the Inward and Outward registers.

3. Thereafter the distinction between the R.L.A's and L.D's records was abolished and all papers coming into

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the office whether addressed to R.L.A. or Secy., L.D. used to be entered in diaries for each Branch. So also all papers which went out or were issued from the office were entered in on Outward Register.

Instead of resorting to the classification of R.L.A's record, Index or Catchword system was adopted, after settling Catchwords for different subjects dealt with in the office.

4. The present system of filing and recording papers in L.D. is known as catchword system as stated above. This system was introduced in 1928 by Mr. J.R. Dhurandhar Secy. at the time when he was Asstt. Subsequently in 1930 that system was slightly improved and the practice of giving catchword numbers to all outgoing G.R. letters, memoranda, unofficial references etc. was stopped and the old practiceof giving the consecutive numerical numbers was again adopted. Similarly the maintenance of separate diaries for branches for incoming correspondence was abandoned and the office reverted to its old practice of maintaining one common Inward Register. No change was made so far as outward Register was concerned.

5. The File Bureau or the Maxwell System has obvious advantages as well as disadvantages over the system at present followed in this office. The Maxwell System has been described in the Manual of the office procedure. In order to introduce the Maxwell system in all its details in this office, it will be necessary to have a larger staff. The staff that will be absolutely necessary will be :-

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1 Superintendent.

1 Senior Assistant.

1 Junior Assistant.

2 Index Assitant

2 Movement clerks.

2 ~~Typing~~ clerks

2 Typing Examiner.

2 Press Examiner

1 Awaiting Clerk.

2 Compilers.

1 Diary clerk.

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6. At present D Branch of this Department other than the staff for the ~~Library~~ Library consists of 1 Superintendent, 1 Junior Assistant, 1 Record Keeper and 7 clerks only. ~~Thus~~ Thus it will be seen that the present strength of D Branch is 10 ~~only~~ only. If therefore it is decided to introduce the Maxwell System in Legal Department, this Department will need the additional staff of 1 Senior Assistant and 6 clerks.

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7. In this connection attention is solicited to L.D.G.R. No. 3440 dated 23rd December 1927 and the relevant correspondance underlying the said G.R. which took place between this Department and the General & Finan Departments. It will be seen therefrom that it was agreed to adopt the Maxwell System in L.D. in the year 1927; and to depute one Mr. Shirgaonkar, Superintendent in the General Department, on special duty to this Department for studying the situation of the records in this Deprtment and to submit his report in connection therewith as no member in the Department had any experience of that system. But after the orders were issued they were submitted to H.M. by the then R.L.A. whereupon the H.M. opined that "Anyhow nothing irremediable has been done yet. Possibly Mr. Shirgaonkar may take the view that the system now in force suits L.D. better", because the then R.L.A. had remarked that " the Maxwell System has been forced on L.D. in spite of our objections ".

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8. (i) Again in 1945, when this Department approached F.D. for additional staff this Deaprtment remarked that the Maxwell System had not been introduced in L.D. as being unsuitable for the records of the Department vide R.L.A's note dated 8-3-1946 at p.497 of L.D. file No. Est. II/46 pt. IV/1946.

(ii) It appears that at the present juncture too the Maxwell System has been forced on L.D. in spite of our objections not only on one but on two occassion viz. in 1927-28 and 1945-46.

9. In short it is pointed out that the Maxwell System was not introduced in L.D. partly because we had not the necessary staff to work the system properly and partly because it was proved by experiment that the existing system was good enough for the requirements of a Department like this which unlike other Departments has no many special subjects of its own to administer. Besides no one in the Department has had an occassion to learn the relative usefulness of the Maxwell System of filing adopted in other Departments of the Secretariat.

10. Thus it would be better if the present system is continued in L.D. with certain changes and improvements wherever necessary. The main defect in our system is that on several occassions papers and files are not available when they are required. The only remedy for this is to keep all the files under lock and key and to allow only the filing and movement clerks to remove and replace the files with the help of the two peons, so that the movement of every file in the Department can be kept properly. For this purpose we will require three additional clerks and two peons but not to the extent of 1 Senor Assistant and 6clerks required for the Maxwell System. The average cost for 1 Senior Assistant and 6 clerks will be Rs. 13410 while for

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Average Cost
1 S.A. 3312
3 Clerks 5049
2 Peons 912

three clerks and two peons will be Rs. 5961.

11. In the circumstances it is for orders whether the Maxwell System should be introduced in L.D. after adopting the procedure indicated in o in office note dated the 14-5-49 at p.5 ante or the present system should be continued with certain changes whereever necessary. If inspite of the unsuitability of the Maxwell System for this Department, it is decided to introduce it in this Department, it is considered that it will take at least six months to introduce it.

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Legal Department.

Resubmitted with reference to A.S. (Mr.P's) note dated the 7th January 1950.

Two statements showing the present tabulate of 'D' Branch and the work allotted to individual members in 'D' have been prepared and put up herewith for perusal as directed at pages 17 and 19 post.

Sd/-

A.S. (Mr.P)

Please see the Secretary's note dated 4-11-(49) at p.10 ante and paras. 2-11 of Supdt. D's note thereon dated 3-1-1950.

2. Under the Maxwell's filing system each reference has a separate file, while under the catchword system all the references pertaining to a particular catchword are filed in one and the same file. Secondly, the cases typed by the typists are compared by the examiners and submitted to the officers concerned direct for signature, while in L.D. they are compared by the readers and submitted by the noting Assistants or Superintendents as the case may be, That system differs in many other respects. In short, the Maxwell's filing system is length; and labourious one and as such it requires more staff. The Maxwell's filing system being a costly one, it was decided by this Department in the past not to introduce it in the Legal Department. So long as the said system has not been introduced in L.D., it would not be possible to estimate its advantages at this stage. As regards additional expenditure in respect of Maxwell's filing system please see para. 6 of Supdt.D's note p.13 ante. The average cost for an aditional staff of one Senior Asstt. and six clerks will be Rs. 13,400/-. It will take at least six months to introduce the above system in this Department.

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3. I had detained this file to know how th Development Department has introduced the Maxwell sys in that Department and put up below the note of the Supdt., Registry of that Deptt., for the perusal of our office and of R.L.A. My own view is that some one from our Department should be sent to the Development Department for training and he should evolve a scheme for the introduction of Maxwell system in the Legal Department for the sake of uniformity. As it is our Department consists of A, B, C, D, E and G branches. Out of which E Br. follows its won system, which is ne neither the Maxwell system, nor the catchword system. They maintain separate files for each matter according to the subject and a list of such files is maintained, while G branch follows partly the Maxwell and partly t catchword system, namely numbering to cases in given according to serial numbers and marking of files is do according to the nature of subjects i.e. catchword system.

4. Finally, attention is invited to the note accompany P.&S.D. endorsement No. 3063/46/B, dated 25-3-1950 fro which it will appear that there is a proposal to intro the German system in place of the Maxwell system in other departments of the Secretariat. It is therefore for the R.L.A's consideration whether the catchword system in force in the Legal Deptt, should be disturbed now, on account of the uncertainity of the maxwell system which will involve more cost, which the F.D. is not likely to sanction on account of retrenchment.

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LEGAL DEPARTMENT.

Vide Slip O below.

The Committee of Asstt. Secretaries has pronounced its opinion that the Maxwell System is not so perfect as the German System and consequently it recommended the introduction of the latter system in the Secretariat Departments. The subject-matter of the note prepared by the Asstt. Secretaries was discussed at the meeting of the Secretaries held on 29-3-1950, but what conclusion the Secretaries reached is not known.

When the Deaprtments which have adopted Maxwell System themselves are not favrourably inclined to continue it and prefer the German System, I consider it most undesirable to cast our lot in favour of that system. It does not appear that the F.D. would be favrourably inclined towards the scheme when retrenchment proposals are being made.

From my personal experience, I think the existing system has worked well. The real difficulty experienced (and about which there are often complaints) is that due to want of proper arrangement, the previous references are not easily traceable. If all the files are kept under lock and key and placed in the charge of a competent movement clerk, I feel confident that much of the trouble would disappear. He may have one clerk to assist him in his work. Another suggestion which I would like to make is that there should be a monthly check of files so that the misplaced files can be found out and kept in proper cupboard. If the existing defects as pointed out above are remedied, I see no particular reason to depart from our present system of filing.

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Personally I fell that our present system is fairly satisfactory. With the improvements suggested by A.S. it may become fool proof. I do not think that we need change over to the Maxwell system just now. We may wait for better times. However when the final decision is taken regarding 'A' overleaf definite orders may be obtained.

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Resubmitted with reference to Secretary's note dated 27-5-1950

A reference conveying the final decision of of Government as to the introduction of a new system of filing in Secretariat Departments will be received in L.D. and the definite orders will then be taken thereon separately. In view of this no further action for the present is necessary on these papers which may be filed in file No. AEC/1948-49 as suggested in C Branch note dated 5-5-1949 at page 4ante.

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